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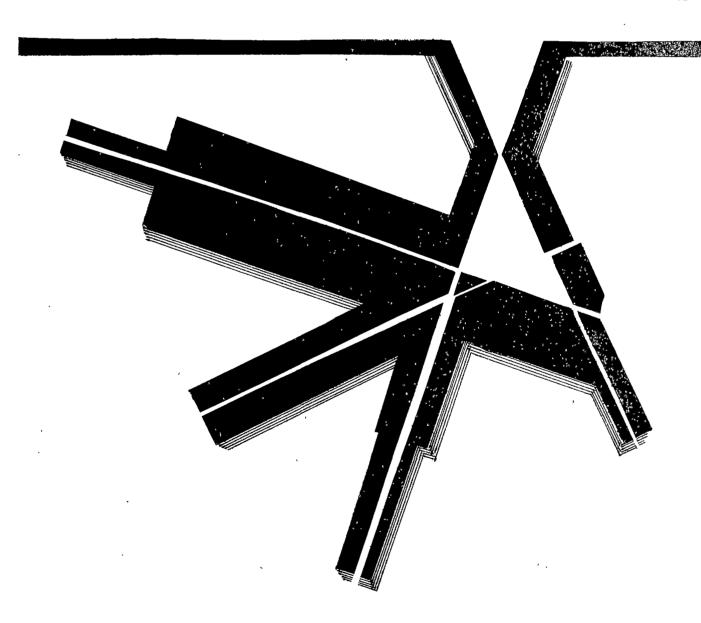
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## THE DEVELOPMENT OF

# GANDER TOWN



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#### REPORT ON THE DEVELOPMENT

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#### GANDER TOWN

#### NEWFOUNDLAND.

PRELIMINARY

FEBRUARY 1 1957

#### REPORT ON GANDER-NEWFOUNDLAND -

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#### CANDER TOWN

#### REPORT TO ACCOMPANY MUNICIPAL PLAN

#### INTRODUCTION

Any report on Gander Town would be incomplete without reference to the Airport. The flying carried out from the Airport is the Town's only sustaining activity although there are signs that this will not always be the case.

#### 1.1 1939-1945

Completed in 1939 as a civilian airport, Gander Airport played a major role in the ferrying of aircraft to the United Kingdom during World War II. It also served as an operational base during the antisubmarine campaigns of the war years. During those years, operating personnel were located on the Airport.

The Airport reverted to its civilian status in 1946, when it was operated by the Government of Newfoundland. After Confederation between Canada and Newfoundland in 1949, Gander Airport came under the control and operation of the Federal Department of Transport.

Situated near the eastern terminal of Canada's airways system Gander is ideally situated as the jumping-off point for trans-Atlantic flights. Practically all the main carriers - both east and west - pass through the Airport.

### 1.2 GROWTH OF AIR TRAFFIC

The first commercial scheduled trans-Atlantic land-plane flight took place on August 24, 1945. From a small beginning, the speed with which trans-Atlantic air traffic developed during the early post-war years astounded even the most optimistic airline prophets. With a year of the inaugural flight several scheduled operators were operating between them over 50 flights a week in each direction between North America and Europe. By 1948 very nearly a quarter of a million passengers crossed the North Atlantic by air, almost one-third of the total traffic between North America and Europe. The year 1955 saw three times the number of passengers over the Atlantic as in 1948 and nearly five times the amount of cargo. It is therefore not surprising to find that the passenger and freight handling facilities, adapted from war time hangers, were completely inadequate to cope with the increased business.

## 1.3 THE PROBLEMS OF GANDER AIRPORT

Gander at the end of the war was primarily a military base. Housing, social services, commerce, and industry was subordinated to the main business of winning the war. As the airport grew in its civilian importance from 1945 onward employees were housed haphazardly in the old Service barracks. Shops and other facilities had to be accommodated in those buildings that could be adapted.

By the end of 1950, there were well over 3,000 people living on the Airport. Many of the old converted Service quarters were very dilapidated, and too close to the runways. Some families were living in one room. Schooling and shopping facilities were well away from residences. Maintenance was high, and building replacements were obviously in need. Airport operations were being hampered.

Faced with an insistent demand for a 200 further houses, the Department of Transport had to decide whether to replace and extend those on the airport, or build elsewhere.

As an added factor, the Department of National Defence had intimated previously that in the event of a major war it would be necessary to move most of the civilians off the airport. As there was no nearby community of size sufficient to house the people removed, an impossible situation would result.

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Thus in mid 1950, the decision was made that airport personnel should be moved to a complete new town, independent of the airport, but within a reasonable commuting distance. The independence was to be complete - the town should be self-governing, not a "company town".

#### HISTORICAL REVIEW

## 2.1 ORGANIZATION AND ADMINISTRATION

After some discussions, the Department of Transport and the Newfoundland Government approached C.M.H.C. to see whether help would be available under the National Housing Act for rehousing airport residents outside the Airport. The answer was affirmative, and preliminary discussions were held between the three authorities.

In August 1951, a Committee (the "Policy Committee") was set up to act as a temporary Town Council during the early days of development. This Committee included, from the Government of Newfoundland, the Attorney General, the Himister of Co-operatives and Fisheries, and the Minister of Public Works. The Federal Government was represented by the Chairman of the Air Transport Board, the President of C.M.H.G. and members of the Department of Transport. It had to concern itself primarily with policy, and was authorized to establish working Committees. These were to include local, regional, and head office representation.

Such was the urgency of the situation however, that even before August, a preliminary ground survey had been carried out by Department of Transport. By April, 1951, a sketch layout and report had been prepared by Central Mortgage and Housing Corporation. Intended to serve as a working basis for discussion and decision, it was known that the plan would need amendment after accurate contours and soil conditions were known.

In October, 1951, the Department of Transport agreed to undertake preliminary engineering works. C.M.H.C. also agreed to prepare a full town planning scheme, and physically set out the Townsite.

The first meeting of the Policy Committee was held in February, 1952, under the Chairmanship of the Honourable Mr. Forsey, Minister of Supply for Newfoundland. This Committee agreed inter alia:

- 1. On arrangements for planning the Townsite and selling land.
- 2. That D.O.T. would survey and layout the site, provide roads, water, and power. Septic tanks were agreed for initial sewage treatment.
- 3. On the need to provide a form of executive local Government until a Council could be elected.
- 4. That Townsite children would use the Airport schools until Townsito schools were opened. D.O.T. would provide transport.
- 5. That there was a foresceable demand for 1,50 houses in the new townsite. 200 houses should be started in 1952 plus clearing for a further 200.
- 6. That the new municipality should have powers of licensing, texation, the imposition of building by-laus, and zoning control.

During the winter of 1952-53, D.O.T. and C.H.H.C. met frequently to discuss and arrange the growth of the town. One of the many problems was the encouragement of private house building. To this end it was decided:

- 1. Rents for government-built houses would be related to tenant's income, and be comparable to mortgage and other charges incurred by home owners.
- 2. Intending home owners would be able to sell their houses to C.M.H.C. if they left Gander.

3. Residential lots would be sold at \$50. plus services.

The Department of Transport also undertook to provide temporarily all municipal services.

There was some reluctance on the part of airport employees to invest money in Townsite housing without a firm Government lead. The decision was therefore made to start immediately on 50 houses to rent.

### 2.2 PROCHESS OF DEVELOPMENT

By November 1951 the Department of Transport had finished their ground surveys, and had started on the extension of the road, and the power and water lines from the Airport to the Town.

1952 saw the start of the first 50 houses (rental), with their power, water, and sewerage services. In order to speed erection 24 of these houses were "Riley Newsum's" - an English prefabricated unit. Work was slow because of the considerable clearing required, rock outcrops and bad weather.

In April 1953 a sewer design for the whole of the Townsite was completed and work started at once on the lawing of the Services.

By the year end 100 rental houses were occupied and 30 were under construction. 8 private homes were under construction.

During 1954 a further 70 private houses were built, six by speculative builders. Another 50 rental houses were started.

With the Department of Transport discouraging commercial growth on the Airport, interest was shown in the Townsite. One Shop was erected and six others - including a theatre, 3 departmental stores - began preliminary work.

340 Serviced residential lots and 45 Serviced commercial lots were made available during the year.

1955 saw the same steady progress. 116 rental houses contracted for during the Winter were started, and those under construction during 195h were occupied. 211 private houses were started, of which 2h were by speculative builders, h2 were under N.H.A. co-operative schemes, and 9 veterans houses. A further 280 lots were serviced and the najority sold.

The 2h speculative houses was less than had been anticipated. Newfoundland builders were fully occupied by residential work on the townsite, and elsewhere in the Province. It was agreed that more encouragement should be given in 1956, by offcring priority in the sale of serviced lots to speculative builders and intending home-owners.

In the commercial area all 45 serviced lots had been sold. Two buildings had been completed, and five were under construction. There were firm enquiries for 24 more lots, of which two were from a St. Join's departmental store.

Each summer, work had continued on the provision of public and domestic services and roads. At times it was a struggle to keep abreast of demand, especially during the bad season of 1955. However by the end of 1956 the programme was well ahead, and three areas only (including the industrial) remained to be carried out in 1957.

The bad summer of 1955 was succeeded by an equally bad winter. Work stopped on most of the 200 houses under construction. The spring thaw of 1956 made many roads impassable and delayed the provision of new roads. As a result, the whole construction programe started late, and by the end of the year only some 52 new houses had been started, and 100 occupied.

To the north of the Town - along Glenwood Road - the Veterans had also been busy on their homes. Even before work started on the Townsite, they had some 15 houses occupied. By the end of 1955 there were nearly 50 houses, either occupied or under construction. Most of these were built by the Veterans themselves, aided by grants from the Veterans Land Act Administration.

By the end of 1956, the town contained almost 600 houses, including 2h6 rental and 51 Veteran's houses. Of the total, half were completed and occupied. Il commercial buildings were occupied or under construction. Planning was in hand for a further 96 rental units to be built in 1957.

## - 2.3 THE LOCAL IMPROVEMENT DISTRICT

Municipal Government was first established at Gander on 1st January, 1955 by Order-in-Council of the Lieutenant-Governor. By the same order the boundaries of the District were established (See Appendix 1).

To enable Government to function, appointments were made to a Board of Trustees, including local citizens representatives, officers of C.M.H.C. and the Province of Newfoundland. The Board was to administer local government until the Town was fully established and there were enough citizens to elect a Council. No date was set for elections but it was anticipated that some 2 - 3 years would suffice.

The first meeting of the Board was held on February 14th, 1955. It was agreed that D.O.T. would continue to provide services. C.M.H.C. agreed to make payments in lieu of municipal taxes for the rental units until municipal taxation was established. The Advisory Town Planning Committee (set up in March 1950) was also to continue, in reporting to the Board as necessary.

In March 1955 traffic enforcement was instituted in the Townsite by the R.C.M.P. at the request of C.M.H.C. This was an addition to the normal police duties carried out by R.C.M.P. since the start of the Town.

In view of the intention of the Board to collect its own taxes and provide services, the D.O.T./C.M.H.C. service agreement was discontinued. In October 1955, an agreement was negotiated between the Board and D.O.T. whereby D.O.T. would provide municipal services at the cost of the Local Improvement District. By a concurrent agreement the Board of Trustees agreed to provide services for the rental houses at the cost of C.M.H.C. This agreement also contained an undertaking that the Board would adopt a building code equal to the National Building Code, before mid-November 1955.

On December 1st 1955, the Board took ownership of certain public streets (in all some 27-28 acres) and became responsible for their control.

Since that time the Board has continued to meet regularly and to discuss and manage the affairs of the growing Town. During this period the Planning Committee has continued to advise the Board, and the Advisory Committee, with its Federal, Provincial and Local representation, to guide and to assist generally.

2.4 THE FUTURE OF GANDER TOLN

From time to time roads and other public lands will be ceded to the Board of Trustees.

Then this stage is reached consideration must be given to the employment of technical staff. Engineer-Inspectors to examine house plans and advise the Board on sewerage, building, and planning matters generally; probably clerical staff to a sist the Secretary on taxation and financing problems and the administration of public affairs. A Town Hall will be essential.

By then the Federal and Provincial Governments will have withdrawn from active participation in the affairs of the Municipality, other than Municipal services provided on charge to the Municipality.

At the date of writing, the Town has become firmly established. Commercial and Industrial enterprises beyond those now established on the Airport are showing interest in establishing in Gander Town. The dependence on flying will decrease also as the Town increases in importance as a Regional Shopping Centre.

The opening of the completed Trans-Canada Highway across Newfoundland will also improve the establishment of the Town - it is both the natural centre for hunting and fishing in this part of the Island, and the largest centre between Crand falls and Clarenville - some 130 miles. If a regional hospital for the Fogo Peninsular is established (see 3.10) at the Town it may well prove the first step in the growth of Gander as a major regional centre.

#### SITE PLANHING

#### SURVEY OF FACTORS AND CONDITIONS.

#### 3.1 PHYSICAL

Garder is almost completely surrounded by a belt of marshes, approximately 3 miles wide from the centre of the Airport. Within this area are considerable stretches of swampy land, with steep slopes and rock outcrops. Several areas are difficult to drain. (See Appendix 2. Map 1).

The area generally abounds in small ponds and lakes. The two largest of these - Deadman's Pond and Cobb's Pond have a water surface level of nearly 390', as compared with the water surface level of 86' for Gander Lake.

The whole of the district is heavily forested with red and white pine and spruce, with a sparce mixture of birch, maple, and mountain ash. The subsoil is mainly clay loam and shale, with large loose rocks and boulders in addition to the rocky outcrops.

Gander Lake flows westwards, and via the Gander River, eventually reaches the Atlantic Ocean at Clarke's Head some 30 miles to the north.

The northern bank of Gander lake rises over 400' vertically in a horizontal distance of some 500 yards. Behind this the land rises easily to some 475', then falls gently northwards before rising to low hills.

Thus the area chosen for the Townsite is divided by a low ridge falling both north and south. Surface drainage, because of this runs two ways southwards to Gander Lake, and northwards to Joniton's Waters, some 5 miles away.

#### 3.2 CLIMATE

Prevailing winds at Gander are from the west, averaging 15 m.p.h. Gusts in winter reach 100 m.p.h. The annual rainfall is  $30^{\circ}$ , and is heaviest in summer. An annual snowfall of 100-160 inches is experienced. The mean annual sunshine is 1400 hours - among the lowest in Canada. Frost action in winter commonly penetrates the ground to a depth of 5-6 feet.

### 3.3 COMMUNI, CATIONS

Gander is situated on the Canadian National Railway 213 miles from St. John's and 343 miles from Port-aux-Basques. At the present time, this railway is the main means of communication by land with other centres of trade and population. It anables gasoline, oil and other supplies to be brought from ships at Lewisporte, some 50 miles away.

The Trans-Canada Highway passes just south of the Airport and town. It is complete in a westerly direction to Bishops Falls where, at the moment, a bridge over the Exploits River is under construction. When completed (1957) there will be a direct road link to Port-aux-Basques.

In an easterly direction the Highway is completed to St. John's with the exception of a 14 mile stretch between Alexander Bay and Charlottetown Bay. When this is completed a ferry will operate between Charlottetown and Musgrave town. This link is also to be completed in 1957.

#### 3.4 SITE SELECTION

The search for a townsite was generally restricted to land within the 3 mile belt of mirshland, since the Department of Transport desired to use the existing Airport electricity and water supplies. Commuting distance was also an important factor, especially in view of winder conditions. A site, northwest of the Airport, that had been formerly considered was rejected in favour of the present location between Gander Lake and the Railway, west of the Airport. It was better ground, still within easy commuting distance and could be readily serviced.

A layout was designed to give ready access to Highway, Railway and Airport, although not in direct contact with any of these transport facilities. No part of the town would be close to flying activities since the Airport land extended of a mile beyond the end of the nearest runway. Houses situated on the southern Side would command a magnificent view down Gander Lake to Mount Peyton, some 2) miles away.

## 3.5 SERVICES AVAILABLE AT AIRPORT

l. Water for the Airport is taken from Gander Lake in summer, and pumped (after chlorination) to a tank of 500,000 gallons capacity on high ground. Two additional tanks of 60,000 gallons each are provided for emergency use. In winter, water is drawn from Dead Man's Pond.

- A sewage disposal plant is located near the Railway Station, and effluent is conducted by means of a ditch to a swamp 800 yards further north. From this point it drains away by a brook flowing easterly towards Soulies Pord, nine miles away. Treatment of sewage is by settlement in primary tanks. The capacity of the plan in 1946 was 650,000 gallons per day. To extention has taken place since then and the plant is now working to capacity.
- 3. Electricity is diesel generated, and is available at either 550 volts or 110 volts. It was appreciated that as the Toursite grew a new plant would have to be added. This was done in 1953 and a further extension is in hand.

#### 3.6 POPULATION

The 1941 Dominion Bureau of Statistics census gave a figure of 603 persons as resident in Gander; the 1951 census, a figure of 4,780. This phenomenal increase was due solely to the expansion of air traffic through the Airport. This expansion required increased staff and led to an increase in community services - shops, banks, social and welfare facilities, service industries. In turn this caused people not directly connected with flying to move to Gander.

Any attempt to forecast population for such an exceptional community as Gender Town is bound to be difficult. However it is the declared policy of the Department of Transport to move as many of the present Airport residents as possible. This has been used as a working basis, with an allowance after the removal is completed, for natural growth.

There are some thoughts that the Town may develop as a Regional shopping centre (see 3.11 (commercial)). It is assumed that even if it does so develop, it will not materially increase the Town population. What might have more effect is the possibility of a regional hospital (See 3.10), but as no plan has yet been made, the effect is not taken into account in this Report.

At the end of 1956 there were an estimated 2220 residents in the Town. At the same date there were some 3300 people resident on the Airport. Host of these would be required by Department of Transport to move and in fact the great majority had already indicated their desire to move into the Town.

If the rate of building and financing current in 1955/56 is maintained all the 3300 persons will be moved by the end of 1960.

Once this move is completed a small rise of 5% is anticipated in 1961 as commercial and industrial enterprises consolidate. The rate of increase thereafter it is anticipated will be close to the normal rate - assumed at 3% per annum for Gander.

The death rate has been assumed as low (no figures are available) as is the case in most young communities. A figure of 15 per annum has been assumed as compared with the national average of 2.15 (1956).

No figures for elderly people (men over 65, women over 60) will be available until the last census is published. It is not thought however that the number of elderly persons will be great for many years, and will likely be below the national 12% for a very long time.

Population statistics for the inhabitants of Gander (Town and Airport) are difficult to obtain. In particular, family structure, age and sax distribution are not shown accurately and presumably must await the latest census publication.

However, using the known facts and national and provincial averages the following figures have been estimated:-

| ,           |                                      |      | CLIN  | AHIPORT |            | TOTAL |      |
|-------------|--------------------------------------|------|-------|---------|------------|-------|------|
|             |                                      | 1955 | 1965  | 1955    | 1965       | 1955  | 1965 |
| (1)         | Total population.                    | 2220 | 64,80 | 3300    | 100        | 5520  | 6580 |
| (2)         | No. of persons in families           | 1970 | 5910  | 2960    | -          | 4930  | 5910 |
| <b>(</b> 3) | Total No. of children                | 620  | 1930  | 980     | -          | 1610  | 1930 |
| (4)         | No. of school-children 5-19 years.   | 500  | 1/40  | 707     |            | 1207  | 1440 |
| (5)         | No. of married adults over 19 years. | 1330 | 3980  | 1990    | a.co       | 3320  | 3980 |
| <b>(</b> 6) | No. of single adults over 19 years.  | 240  | 600   | 350     | <b>7</b> 0 | 590   | 670  |
| (7)         | No. of childless married people      | 320  | 970   | 480     | 30         | 600   | 1000 |
| (8)         | Average family size.                 |      |       |         |            | 4.6   | 4.6  |

#### COLMENT ON ABOVE ESTIMATE

Concerning (2) children under 5 years assumed as 25% of total children (national average), though this may well be higher in view of the high family size.

- (2 8 inclusive) The 1955 figures are proportionate between the Towns and the Airport in the same ratio as item (1).
- (3) and (6) Based upon national average that 50% of the total population is single (40% assumed at Gander).

(Generally) None of the above figures includes 250 construction workers in the Town who are regarded as of a temporary nature.

It has been assumed that all the families with children will have been moved to the Town by the end of the period.

#### 3.7 HOUSING

The demand for housing has been the moving force behind the development of the Townsite.

The details of this development are contained in part 2 of this Report. This section will therefore be confined to a resume of construction and a forecast.

| RESUIE            | OF  |
|-------------------|-----|
| CONSTIT           | IC- |
| MOLT              |     |
| The second second | _   |

| Veterans     |         |                | Rental Units DOT CMHC |            | NHA & Privately Financed |              |  |
|--------------|---------|----------------|-----------------------|------------|--------------------------|--------------|--|
| r            | Starts  | Completions    | Starts Co             | ompletions | Starts Co                | ompletions   |  |
| 1950         | 1       | 1              | NIL<br>NIL            | NIL<br>NIL | NIL<br>NIL               | · NIL<br>NIL |  |
| 1951<br>1952 | 6<br>12 | 6<br>12        | 50                    | 2 .        | NIL                      | NIL<br>NIL   |  |
| 1953<br>1954 | 12<br>4 | 12<br><u>4</u> | 50<br>30              | 70<br>28   | 64                       | 20           |  |
| 1955<br>1956 | 7<br>9  | 7<br>9         | 81<br>35              | 30<br>96   | 8 <b>7</b><br>169        | 48<br>160    |  |
| Totals:      | 51      | 51             | 246                   | 226        | 324                      | 288          |  |

#### FORECAST

Sufficient serviced land is being provided by Department of Transport to provide housing for 5420 persons by the end of 1960 (about 390 acres).

The incoming population of some 1060 persons (to 1965) will require it is estimated approximately 265 homes. The present development at Gander is some 3.5 dwellings per acre (gross). As there is pressure for larger lots this may well drop to 3 per acre. At this density some further 90 acres of howsing land will be required. To this should be added a small amount of additional land for local shopping and open space.

#### SCHOOLS

The provision of schools at Gander town is vital to the success of the entire venture, since commercial enterprises have hesitated to commit themselves until adequate educational facilities are available for residents. Similarly, the absence of schools on the townsite has constituted an important deterrent to the transfer of families from the Airport.

An agreement has been signed between Department of Transport and the Gander School Boards, whereby Department of Transport will underwrite part of the cost of two schools. Construction on both started in 1956. Meanwhile school facilities are provided temporarily on the Airport. Children residing at the Town are carried to and from the schools daily by bus.

The enrolment for the school season 1953-54 was 640 children at the Gander Amalgamated Protestant School and 255 children at St. Joseph's Roman Catholic School. (A total of 895).

The known school attendance in 1956 was 1207 children. Of these 83 are Class XI and Senior. Some 25% of the graduation Class XI attend Universities at either St. Johns or on the Mainland.

In the absence of any conclusive figure the rate of growth of children has been assumed as the same as adults - 3%. This results in a 1965 child population of 1930 of whom 1440 are estimated will be of school age (5 - 19 years). School enrolments are assumed to be similar to church attendance, namely 70% Protestant, 30% Roman Catholic. In actual figures these are 850 Protestant, 350 Roman Catholic, (1956), and 1010, and 430 respectively in 1965.

CLUBS AND FACILITIES

Adult social facilities at the Airport currently include a Community OTHER SOCIAL Centre, three Clubs, and a branch of the Canadian Legion.

> Physical recreation facilities have been somewhat neglected, although there is a demand (tennis, swimming, dancing, etc.)

> Apart from school sports, there is no child recreation. A particular demand exists in this field, particularly in view of the potentially large numbers of teen-ages within the next few years.

3.10 COMMUNITY AND WEL-FARE FACILITIES

The Airport at the moment contains a general post office, library, a hospital (101 beds), and cleaning establishment.

It is known that these facilities will be transferred to the townsite at the earliest opportunity.

The hospital is controlled by the Newfoundland Department of Health. Three doctors are in attendance to take care of minor operations etc. Patients requiring major surgery are sent to St. John's. There is a possibility that the hospital will be enlarged to serve as a regional centre. No definite plans are known. Under the rules of the International Civil Aviation Organisation a hospital is required on the Airport; whether the proposed town hospital will affect this requirement is not certain.

3.11 COMMERCE

Trading Area and Accessibility of Townsite: Any proposed commercial centre at Gander Townsite has to be designed primarily for the new townsite, but anticipating that as road communications in the Fogo Peninsula development there may be additional trade with the outlying towns and villages - up to a range of some fifty to sixty miles.

Areas which may affect the economic development of Gander are listed below: (Refer to Appendix 2 Map 5.)

- New World Island, Lewisporte Area. Lewisporte has developed into a trading centre servicing this important fish producing area. Since the construction of the road from Lewisporte to Comfort Cove sea traffic tends to use Comfort Cove. From there transportation is now available direct to Lewisporte and Gander.
- Glenwood. A lumbering centre and woods depot for Bowaters, (Nfld.) pulp and Paper Mills Ltd., and the Anglo-Newfoundland Development, Company.
- (c) The fishing villages centre on Lumsden and Garmanville. Proposed roads are planned eventually to link these centres to Cambo, a short distance only from Gander. It is anticipated that road communications would then be used in preference to sea routes.

- (d) <u>Cambo</u>. A wood cutting depot supplying the Anglo-Newfoundland Development Company with pulp.
- (e) Glovertown. An area producing considerable pulp wood as well as being a lumber district. The surrounding area has a certain amount of fishing development.
- (f) Clarenville. A railway and distributing centre for the Bonavista Peninsula.
- (g) The Bonavista Peninsula. A progressive fishing centra.

In addition to the above, Gander will form an excellent centre from which transportation is comparatively easy to one of the best hunting and fishing areas in the Province. Possibilities of tourist trade are anticipated.

- 2. Forecast of Commercial requirements. After considering the trading area assumptions have been made as to the likely trading population for the new commercial area in the Town. These are (based on 1955 population figures).
  - (a) The population in the immediate locality of the Townsite, approximately 5500.
  - (b) The population in the towns and villages of the Fogo Pcninsula, approximately 17,000 (1955).
  - (c) The low incomes of the people of Fogo. The spending power of these people is approximately one-third that of the population of Cander. The population figure of 17,000 has, therefore, been reduced to an equivalent population figure of say 6,000.
  - (d) The majority of the outlying population live in small coastal fishing villages, some of which are 50 miles from Cander. Owing to the nature of their employment, and low earnings, there will be only a small percentage of the population who will go to Cander to shop. Means weist of supplying these areas by local stores, mail order firms and trading schooners.
  - (e) In the light of these circumstances and the possible improvement in local communications (enabling outlying villages to use local centres) the equivalent population figure of 6,000 should be further reduced by say 75%. This would leave an equivalent population for the outlying area of say 1,500 in 1955, and a similar basis for 1965.

Thus the Townsite cormercial centre has been designed primarily to serve a 1955 population of some 7,000 persons, (and some 8,060 in 1965). Adequate extension space to cope with any unexpected increase is also allowed for.

#### 3.12 INDUSTRY

Most of the present requirements for industrial spice are caused by the Department of Transport requirement that industries on the Airport shall be moved as soon as possible. It is also, a sine qua non that the proper development of any community is accompanied by some form of industrial enterprise. At the moment industries wanting space include a general warehouse, 3 lumber yards, a plumber's and an electrician's yard, and an ice storage depot.

As all these exist on the Airport, no increase in population is expected.

These industries require only water and electricity. So far as is known none requires roll access of its own. (i.e. spur). Domestic severage only is anticipated and this will be provided by septic tanks built by each developer.

As future industries come into the Townsite, however, thought may have been given to the treatment of industrial effluent. This cannot be treated in the existing plant, and will probably require a separate plant discharging

northwards. At this stage the then existing septic tank installations could be disconnected and piped severage installed.

3.13 VETERANS LAND ACT ADMINIS-TRATION This agency of the Federal Department of Veterans' Affairs although not directly concerned with the establishment of the Townsite, has continuously co-operated with the responsible agencies. Veterans small holdings were established just outside the original Townsite limit before 1950, and were included in the Municipal Area when the Local Improvement District was established. The average area of each of the properties is approximately 1.6 acres. At the moment there are some 80 acres of Veterans holdings in the Townsite.

#### AMALYSIS OF THE MUNICIPAL PLAN

#### (Refer to Appendix 2, Map 2)

PART A

#### 4.1 GENERAL

The design of the Townsite is on the basis that the whole of the developed area will form one residential neighbourhood. Expansion to the 1965 population of 6750 will not materially affect this basis. One main shopping centre has been designed, ready of access to the Airport, the Townsite, the station and the Trans-Canada Highway. There are several local minor centres catering for day-to-day needs. Expansion will probably add another local centre.

Because of it's large area, the Municipal Plan has been prepared in two parts:-

Part A - the area within the Municipal boundary.

Part B - the ares between the Municipal boundary and the boundary of the Municipal plan.

#### Townsite Proposed Land Use

The proposed land use is tabulated below. The areas are approximate and relate to land contained within the Municipal boundary only. (Part A.)

| Residential Areas           | 560   | acres |
|-----------------------------|-------|-------|
| Schools                     | 25    | acres |
| Public parkland             | 840   | acres |
| Public and Community build- |       |       |
| ings (including Churches)   | 10    | acres |
| Industry .                  | 40    | acres |
| Industry (C.N.R. only)      | 55    | acres |
| Commercial areas (including |       |       |
| signals station)            | 40    | acres |
| Rural Conservation          | 575   | acres |
| Total "Part A"              | 2,145 | acres |
|                             |       |       |

#### 4.2 COMMUNI-CATIONS

#### (1) Roads:

The development is related to a main circulating road connecting directly to the Airport, the proposed station and the Trans-Canada Highway.

One access only has been permitted from the Townsite to the Trens-Canada Highway. The Highway does not at the moment carry much traffic, and until it is completed to St. John's no great increase is foreseen. However, because it is a major road, access should be limited. Glenwood Road an existing highway, also meets the Trans-Canada Highway, and from it there are three points of access into the Townsite.

The residential roads are laid out in such a way as to avoid long vistas, and to create groups of houses with a local community feeling, yet have ready access to the commercial centre, public buildings etc.

In general, major roads are 80' in width with a 30' pavement. Minor roads are 66', with a 22' pavement. All are gravelled. The maximum grade is 1 in 20. Paving and footpaths will be added when Eunicipal funds permit.

A considerable improvement in the visual and human amenity of the town would result from planting trees along streets, not in rows but in small clumps together. Wherever possible existing trees should be left to shelter both houses and newly planted trees from winter winds and summer heat. Ground water would also be absorbed and spring flooding be alleviated.

(2) Hailways

As the importance of Gander as a shopping centre grows it is likely that people will come in to shop. This could mean a growth of rail traffic. Anticipating this, a new station location and marshalling area has been agreed with Canadian National Railways. This location is handy to both the road to the Airport and the Town centre. Provision for public vehicle parking is proposed at the station.

The moving of the present station to the new location must be left to future demand. It may, however, be of convenience to have a single siding run off near the proposed station to reduce the distance that commercial vehicles will have to travel during trans-shipment of goods.

- A new domestic air terminal is being built near the east end of Fraser Road. This will mean that most of the Airport traffic will travel along Fraser, entering the Townsite at the commercial centre. If this traffic conflicts with the local Townsite traffic consideration should be given to the construction of a road linking Fraser Road and the Trans-Canada Highway just west of the Airport boundary. This road should have limited access, and development should be set back behind a parkway strip.
- Power is available to all Townsite users, supplied at the moment from the Airport. It is understood that there is a sufficient reserve to satisfy a town of 5,000 people plus associated industries and commercial activities.

Negotiations are in hand with a private supply company to take over and develop power facilities for the area.

- Water: Water is available to most areas in the Townsite at the moment and by the end of 1957 water services will be laid throughout the townsite, with the exception of the residential areas east of the Glenwood tracks crossing.
- It is intended at all future development within the town of Gander shall have piped water and piped sewage disposal.

  This will probably mean an addition to the Airport sewage treatment plant; or alternatively a separate town sewage treatment plant in the future. This contingency must be reviewed in the very near future, since at the end of 1956 the treatment plant was operating at maximum capacity.
- (4) Fire mains and street lighting are put in as the roads are developed. At the moment most fire mains are in use, and the street lighting is ready for operation. All future streets will continue to have these services put in initially.
- Land drainage generally is on an open cut system, with culverts in the steeper areas. In general, the ground slopes gently from north to south until the top of the bank of Gander Lake is reached. Storm water drains are laid along some of the major woads and will be added to as these and other roads are paved. Before the south eastern area zoned for residential land is developed an extensive amount of land drainage will be required.

#### 4.4 HOUSING

As will have been seen previously most of the present housing at Gander was constructed between the years 1952 and 1956. Two small areas are due to be serviced in 1957 (i.e. roads laid out, water, power, and sewers put in). See program map (Appendix 2 - Map 3). One of these areas has been designed for houses of reduced area, to enable lower-cost dwellings to be erected. There will be no lowering of building standards in this area. (Residential 2) It is an attempt to encourage "fringe developers" to take advantage of the services and amenities that can be had living by within the Townsite.

An area of some 220 acres has been shown for future residential development. This is more than adequate for the estimated 1965 population. The large parcel of land in the south eastern corner of the town has not yet been surveyed, and it may be necessary to zone parts of the land for non-building purposes when more is known.

In all, some 560 acres of land has been shown for housing (including roads). This - at 3 dwellings per acre - will accommodate some 6,800 people.

As the estimated population at the end of 1965 is 6,580 leaving only a small margin of zoned residential land it is recommended that the whole question of land and housing demand be carefully reviewed at the first quinquinnial review in 1960.

### Residential Densities:

(overall townsite)

#### (1) Now House:

Number of dwellings 72 approx.

Family size 4.6 persons/family

(Gander average) 331 persons

Area (including roads and open spaces.

Gross population density 27.6 persons/acre

#### (2) Veterans Land:

Each Veterans lot contains 1.6 acres. It is not intended that these lots should be subdivided. Therefore each lot contains one normal domestic dwelling.

Number of dwellings 60 (About)
Family size 4.6 persons/family 276 persons
Area 90 acres
Gross population density 2.85 persons/acre

#### (3) Other Residential Areas:

Number of dwellings at 3 per acre
Family size 4.6 persons/family
Area
Gross population density

1,375 approx.
About 6,180 persons/acre
458 acres approx.
13.8 persons/acre

#### 4.5 SCHOOLS

Two schools are proposed, one Amalgamated Protestant, the other Roman Catholic. The classroom size of the former is 31 with 1,100 pupils; and of the latter 14 with 500 pupils. Both are under construction at the moment; a Roman Catholic convent is also under construction.

The area of the Protestant school site is approximately 15 acres, and the Roman Catholic school site is approximately 10 acres; thus each has land for expansion.

#### 4.6 CHURCHES

Provision is made for three churches - Anglican United (Protestant), Pentecostal, and Roman Catholic. (This latter being on the Roman Catholic schoolsite). The only other requirement for religious buildings is that for a Salvation Army Citadel which has been allotted a site near the Community buildings.

All these organizations have funds pledged, and starts are anticipated in 1957.

#### 4.7 INDUSTRY

Approximately 40 acres of industrial land (apart from C.N.R. land) have been provided between the Canadian National tracks and the Veterans housing north of Glenwood Road. This area will be served by a loop road from Glenwood Road, to the Trans-Canada Highway. Advantage has been taken of the deep screen of trees at rear of the Veterans lots to protect the houses from any disturbance, although none is anticipated. There is also a park strip between the lots and the industrial area.

Of this 40 acres some 25 will be serviced with water and power. The remainder of the industrial area will be developed as becomes necessary. Land zoned for Canadian National Railways use covers some 55 acres including the track right-of-way.

Sewage in this area will be by septic tanks draining northwards towards Cobbs Pond. Undustrial sewage problems may arise in the future, and as given in Section 3-12 consideration may be required in the future for a separate treatment plant.

....../4

8 COMMERCIAL

As will have been seen from Section 3.11 of this Report the shopping population equivalent is 7,000 (1955). At the moment shopping on the Airport averages some 10 sq. ft. per person. This is undoubtedly cramped. Allowing for adequate room and expansion a figure of double this - 20 sq. ft. per person - has been assumed as desirable. On the 1965 equivalent population of 8,060 the resulting floor area requirement is 161,200 sq. ft.

The scheme designed allows for over 167,000 sq. ft. to be built in 5 stages, plus 180,000 sq. ft. of parking space. Land for further expansion has also been allocated.

It is essential that if the shopping some is to retain its character as a group, extension in any direction be carried out in an orderly fashion, piecemeal development being prevented.

At the moment the first stage (some 62,000 sq.ft.) of the shopping centre is about 75% completed and should be in operation by July, 1957. The second part of the shopping centre (about 44,000 sq.ft.) is under negotiation for sale. It is fully serviced. Building construction should start in 1957.

There is one local shopping centre on Glenwood road at the junction with Elizabeth Drive. This will contain some 3 or 4 shops, and is intended to serve the needs of the people in the western half of the Town day to day. Further local centre will probably be required in the south eastern corner of the town: this is best determined at the first 5 year review of the Municipal Plan.

SOCIAL COMMUNITY AND WEL-FARE

Land has been allocated for community buildings near to the commercial centre and south of the major park. These buildings - a clinic/health centre, library, community recreation hall, and club building - will of course be built as public demand requires. It is suggested that advantage be taken of public FACILITIES land ownership behind the community buildings that they be set well back from the road. For the time being the lend might well be used in conjunction with the rest of the park, and selectively cleared.

> Planning permission has been given for the establishment of a Motel on the Trans-Canada Highway west of Caldwell. Although primarily its' custom will derive from delayed Airport passengers and passers-by, the Dining-Romm will. it is understood, be open for use by Townsite residents. This will be a welcome addition to the town's social facilities.

> It is intended that both the hospital and cemetery should be located within the park area between the Trans-Canada Highway and the Lake. Provisionally sites have been indicated toward the western Municipal boundary. Final locations will depend on ground survey (for the cemetery), and Provincial and D.O.T. negotiations forthe Hospital. Provision has been made for a small bus shelter and car stand on Fraser Road, opposite the main commercial area.

4.10 RECREATION

Four public parks have been provided within the built-up area. It is intended that those parts of the two large central parks adjacent to public roads be cleared and laid out for public games as funds permit.

The smaller parks and the borders of the large parks are probably best left in their natural state, when they will serve as screens for the residential areas.

Selective clearing and planting on the park fronting the station will help screen the rail cars behind,

The land south of the Trans-Canada Highway has been wholly zoned as Parkland, in the hope that at some time this may be developed with the character of a provincial park. This would allow sports clubs, with tennis courts, bowling greens, ball parks, and possibly swimming facilities to be developed. It is essential that this development be kept at the very highest standard. buildings allowed (clubs, camps, summer residences) should receive the most careful consideration, as regards construction, siting and appearance.

There is also a demand for sites for local service and other clubs. The location of these presents difficulties. The clubs will probably be licensed, and will keep late hours - at least on occasion. They are therefore least desirable in residential areas. They are however both inappropriate, and difficult to site in other areas. The suggestion has been made that the clubs locate together in one place (south of the Highway was suggested) continuing to form a "club campus". This would have advantages in economy of services car parking, unified design etc., and probably enable one large community dence and recreation hall to be built. With each club having its own building nearby but distinctly separate. Such a scheme would certainly fit in with the character of this zone. Careful attention would be needed in planning and architecture. A large buffer would be essential between any such "Campus" and the hospital.

#### ANALYSIS OF THE LUNICIPAL PLAN

(Refer to Municipal Plan Part B. attached)

#### PART B

4.11

This part of the Municipal Plan comprises land contained between the boundary of the Local Improvement District and the boundary of the Municipal Plan.

1. Physical

The physical characteristics of the area are generally similar to those within the Municipal boundary - heavy tree growth, marsh and muskeg, small ponds. The greatest height is about 475'.

2. Communications

The area is traversed by the C.N.R. railway and the Trans-Canada Highway running just north of Gander Lake.

Apart from these there are local roads around the Airport only.

#### 3. Population

Population in this area is concentrated in three areas:-

- 1. The Airport containing in 1955 some 3,300 people. It is intended to reduce this to about 100 people by 1965. People removed will be housed in the Townsite. It is not the intention to allow "fringe communities" to grow up beyond the area which has been, or can be, serviced for residential purposes.
- 2. Union East This is a small community on the eastern side of the Airport which has grown in haphazard fashion since 1945.

  There are some residents in this area, of whom are children under 19 years of age. All wage earners are employed on the Airport or in the Town.

  There are no services in the area, water is provided by wells and sewage disposal by septic tanks. No services are anticipated in the area. It is intended to encourage the residents to remove to the Town within the next few years. Two residential areas are being allocated for the purpose, and will be provided with water and power. At least in the first instance, sewage disposal will be by septic tank.
- 3. <u>kange Road</u> This is a further rural community similar to Union East and just north of it.

  There are some residents of whom are children under 19 years.

  The intentions regarding this settlement are generally similar to Union East.

Apart from those areas there is practically no other development in the area. Scattered dwellings do exist. A Signals Station is being erected by the Department of Transport on Glenwood Road, west of the Town: a Fadio Range Station is located N.E. of the Airport.

4. Schooling. Children from this outlying area attend schools in the Town, Velfare & Social transport being provided by D.O.T. bus. Facilities

There are no welfare or social services in the area - other than those which exist on the Airport, and are mentioned in Part A - and it is not expected that any will be provided.

5. Shopping and Industry One small store exists in the Union East. This will undoubtedly move to the Town when the settlement is reduced.

There is no industry in the area (the Airport excepted) and none will be permitted, other than agricultural.

Industries on the Airport are under the control of the Department of Transport. It is anticipated that as the town grows in importance the Department will encourage these industries to move to the industrial area provided in the town.

6. Zoning

In general, this area will be zoned for either Airport purposes, or for agriculture. Thus uses other than these two zonings which exist at the date of the Municipal Area of Gander (Amendment) Order will be non-conforming uses. By Common Law, such contraventions are allowed to remain until the uses are discontinued (including the removal or decay of buildings.) The proper zoning then sutematically becomes operative. By this means the control of fringe development around both the Town and Airport is ensured.

#### PROGRAMME OF PUBLIC WORKS

#### 1955 - 1965

#### Notes on Programme

- (1) The programme has been based on the estimated municipal net revenue, and related to the work likely to be carried out by D.O.T. during the early years. As the labour force is limited, little municipal works are contemplated until D.O.T. contracts are finished. Thus the largest municipal programmes are during the years 1960 1964 inclusive.
- (2) It has been assumed that no <u>private</u> subdivisions will be carried out, and that the provision of roads and services will have to be by the Local Improvement District. To finance this work a 3 year loan for 50% of the cost has been assumed, the purchases of the serviced lots paying 50% of the total cost of providing roads and services at purchase, the remaining 50% being paid in local improvement changes for 10 years.
- (3) Finances for the programme are briefly as follows:
  - 1955-1957 based on actual finances for 1955, full Provincial Revenue grant assumed until 1958.
  - 1958-1962 income increased 2%, expenditure 15% to take account of tendency of rising prices.
  - 1963-1965 Termination of provincial grant assumed 1962. Taxes raised 10% thereafter to balance accounts.
- (4) Storm water paving and sewers on main roads presumed provided by D.O.T. during 1958/9. If not, L.I.D. should consider doing the work.
- (5) Provision of cemetery considered to be of first priority. Assumed to provide for town only.
- (6) Sidewalk programme concurrent with D.O.T. road programme in (4). Presumed one contractor for both contracts.
- (7) Programme based on rapid rate of increase in population until 1960, when transfer of people from airport will be completed. 1961 assumed 5% increase, with steady 3% increase thereafter.
- (8) Provision of residential and commercial areas predicated on growth of population given in (7).
- (9) Works to be carried out after 1965 include:
  - (1) hospital
  - (2) central bus terminal: parking area at railway station.
  - (3) extension of public sports facilities and public parks.
  - (4) community centre.
  - (5) sewage treatment plant (if the present joint use of the plant on the airport is discontinued).
  - (6) treatment plant for industrial wastes.
  - (7) railway station approach roads.
  - (8) street lighting in S.E. residential areas.

Local Improvement District of Gander

### Programme of Public Works.

| Year : | Locality   | Works   | Comment | ,         | Cost<br>details | costs<br>\$ \$   |
|--------|--|---|---------|-----------|-----------------|------------------|
| 1957   | Area between Edinburgh and C.N.R. tracks.              | Construction of Sanitary sewers, surface chains, carriageways and shoulders, water lines. | Λt      | D.O.T.    | cost.           | W. Landston, and |
|        | Area between Trans-Canada<br>Highway, Elizabeth Drive. | As above  |         | As above. |                 | . P              |
|        | N.W. function of Elizabeth<br>Drive and Fraser Road.   | Construction of Federal and R.C.M.P. buildings.   |         | As above. |                 | l<br>H           |
|        | Industrial Area.                                       | Road and water line.  |         | As above. |                 |                  |

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|------|--|--|---|---|------------------------|------|-----------------------|
| 1958 | Elizabeth Avenue.<br>Fraser Road.<br>Lindburgh Road. | Frazer - Caldwell<br>Caldwell - Glenwood<br>Elizabeth - Lindburgh.<br>Complete | ) ) Stormwater sewers / paving.   |   | , _ D.                 | O.T. |                       |
|      | Cemetery   |  | Cost presumed recovered in sale of Lots. Death rate 10 per 1000, on say 7000 = 70 plots. At 15/acre = 5 acres (1 plot per family). Provide say 10 acres = 150 plots. Cost per lot 6500 = \$45 | Survey 10 acres 0 50. Clearing and preparation 10 acres 0 200 Road 400 0 10 | 500<br>2000<br>4000    | ,    | 6500                  |
|      | Parkland<br>Fraser/Lindburgh.                        |  |   | Clearing and preparation 5 acres @ 200 Plus equipment.                      | 1000<br>1500           | Ì    | 2500                  |
|      | Elizabeth<br>Frazor<br>Lindburgh                     | Fraser - Caldwell.<br>Elizabeth - Lindburgh<br>Completo                        | Sidewalks<br>Sidewalk<br>Sidewalk   | 3000° @ \$4<br>1600° @ \$4<br>1600° @ \$4                                   | 1.2000<br>5600<br>7200 | 1    | <u>24800</u><br>33800 |

|      |  | 1   |                                  |  | `                    |
|------|--|---|----------------------------------|--|----------------------|
| 1959 | Caldwell Road.<br>Frazer Road<br>Edinburgh Avenue<br>Glenwood Road | Complete Lindburgh - Elizabeth Elizabeth - Glenwood TCH - Edinburgh | ) Stormwater Paving kerbs        |  | D.O.T.               |
|      | Fraser Road<br>Elizabeth<br>Elizabeth                              | Lindburgh - Elizabeth<br>Caldwell - Frazer<br>Frazer - Edinburgh    | Sidewalk<br>Sidewalk<br>Sidewalk | 1600 ° @ 4<br>1800 ° @ 4<br>2200 ° @ 4 | 6400<br>7200<br>8800 |

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| 1960 | Elizabeth<br>Edinburgh | Fraser - Glenwood<br>Elizabeth - Glenwood  | Sidewalk<br>Sidewalk   | 2600 ° & 4<br>3000 ° & 4   | <b>1</b> 0400<br>12000 | 22400<br>22400           |
|------|------------------------|--|--|--|------------------------|--------------------------|
|      | Main Commercial Area   | (1) Servicing of 30 lots<br>(15 Shops)   | 17' lots x 30' = 510' Road, sewer, parking lot, Storm sewer, kerb, water. This cost presumed recovered when lots sold: cost 15300 = \$1020 per lot.  | 510 x \$30   |                        | 15300                    |
|      | S.E. residential area. | Construction work first 47 acres. Sanitary sewers, roads and power and water. 60 lots 1961) 40 lots 1962) selling dates. 40 lots 1963) | 47 acres (140 lots) @ 3/acre. It is assumed that 50% of this cost will be recovered in the initial sale: the rest on local improvement charge over 10 years. Land cost \$50  Service laterals about \$500.  total cost of initial purchase \$1050  Local improvement changes \$500 over 10 years = \$50 p.a. @ 42% = 52.50p.a. | 7000' road @ {20 = 140,000 cost per lot = \$1000 Provincial government Loan No. 1 for \$70,000 for 3 yrs. Interest @ 42% Work on first220 acres. (60) lots in 1961 | 6300 ,<br>60000        | 37700<br>66300<br>104000 |

| ļ          | ;                      |                            | 1   |   |  |       | EMO  |
|------------|------------------------|----------------------------|---|---|--|-------|------|
| 1961 , Cen | ntral Commercial Area. | Parking for existing shops | )<br>,<br>;   | 30,000 sq. ft. @ .30 c  | t t  | 9000  |      |
| S.1        | E. residential area.   | Next 40 lots               | As previously Loan retirement first payment 60 x 500 = 30,000 | 40 @ 1000 = Interest on balance of loan 1. 10,000 - 30,000 30,000 @ 41% | , 40000<br>30000<br>1350   | 41350 | 725- |
|            |                        |                            |   |   | empletations of the second sec | 50350 |      |

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| 1962 | S.E. residential area.                         | Final 40 lots.                   | As previously<br>Loan retirement                          | 40 x 1000                       | 40,000  |       |
|------|--|----------------------------------|---|---------------------------------|---------|-------|
|      | •  | fi<br>I                          | Second payment. 40 x 500 = 20,000                         | Interest and balance of Loan 1. | '20,000 |       |
|      | :  | (                                |   | 70,000 - 5000 = 20,000 @ 4½%    | 900     | 60900 |
|      | local Commercial centre S.E. residential area. | Servicing and roads for 10 Shops | Presume this will be recovered completely in sale of lot. | 1 10 @ \$1,000 per lot.         | 10,000  | 10000 |
|      |  |                                  |   |                                 |         | 70900 |

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| 1963 | S.E. residential area. |   | Loan 1. retirement final payment.  40 x 500 = 20,000             | Interest on balance loan 1.           | 900               |                |        |
|------|------------------------|---|--|---------------------------------------|-------------------|----------------|--------|
| ;    | S.E. residential area. | Construction work for 85 houses<br>to be sold<br>1964 40 lots<br>1965 45 lots | 85 lots = 29 acres<br>© 1000 = 29,000<br>Recovery as previously. | 15 acres constructed in 1963, 0 1,000 | , 15 <b>,</b> 000 | 15900          | - 27 - |
|      | Nash road              | Clinic  | Constructed in 1963  | ' 1500 sq. ft. @ \$15                 | 22 <b>,</b> 500   | 22500<br>38400 |        |
|      |                        | ;<br>;  | •  |                                       | 3                 |                |        |

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|     |                        |                                      |                                 |                 | es established     |       |
|-----|------------------------|--------------------------------------|---------------------------------|-----------------|--------------------|-------|
| 196 | S.E. residential area. | Construction work for final 45 lots. |                                 | 14 acres @ 1000 | erbert, berefer to | 14000 |
|     | Fraser Road            | L.I.D. offices                       | 3000 @ 15%<br>Office equipment, | ,               | 45000<br>;5000     | 50000 |
|     |                        |                                      |                                 |                 |                    | 64000 |

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| 1965 Fraser Road                       | Library  | Initial start. | 2000 sq. ft. at \$15<br>Equipment and hooks  | 30,000<br>5,000  | - 29 |
|  | ened political accepts a control accepts a contr |                |  | 35000  | l    |
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Extract from the Local Improvement District of Cander (No. 1) order 1954, approved by the Governor of the Province of Newfoundland in Council 24.12.1954.

#### APPENDIX 1 - 1

- 1. The towns or settlements situated within the boundaries defined in paragraph 2 of this order are declared to be a Local Improvement District by the name of "The Local Improvement District of Gander".
- Commencing at a point being the point of intersection of the western boundary of Gander Airport with the highwater mark of Gender Lake, thence in a northerly direction along the western boundary of the said Gander Airport for a distance of eleven thousand seven hundred and thirty (11,730) feet more cr less, thence in a westerly direction on a bearing N73058'W for a distance of nine thousand four hundred and twenty-five (9,425) feet more or less to an iron peg situate on the western shore of Cobb's Pond thence in a south westerly direction on a bearing S59°19'W for a distance of two thousand one hundred eleven and five tenths (2,111.5) feet more or less to an iron pipe situate on the centre line of the Canadian National Railways one hundred foot right of way thence in a southerly direction on a bearing due south for a distance of five thousand five hundred fiftyeight and five tenths (5,558.5) feet more or less to the northern shore of Gander Lake, thence along the high watermark of Gander Lake in an easterly direction for a distance of thirteen thousand one hundred sixty-seven and five tenths (13,167.5) feet more or less to the point of commencement. All bearings being astronomic.

This order came into effect on 1st January, 1955.

#### APPENDIX 1 - 2

#### MUNICIPAL AREA OF GANDER (AMENDMENT) ORDER

The area to be comprised in the Municipal Plan of the area which shall be known as the 'Municipal Area of Gander' is defined as follows:

"Commencing at a point on the northern shore of Gander Lake at the mouth of the stream leading from Soulis Pond; THENCE in a westerly direction along the northern shore of Gander Lake to the mouth of the stream which enters Gander Lake due south of the Watering Shute Dam; THENCE in a northerly direction to the Watering Shute Dam; THENCE due north for a distance of 2,000 feet beyond the centre of the Railway track; THENCE in a generally easterly direction parrallel to and 2,000 feet north of the centre of the C.N.R. Railway line to a point on the northern shore of Cobb's Pond; THENCE following the northern shore of Cobb's Pond and the centre of the stream joining Cobb's Pond to Whitman's Pond to the southern shore of Whitman's Pond; THENCE following the southern shore of Whitman's Pond in a generally easterly direction to the eastern-most point of Whitman's Pond; THENCE in an easterly direction to the Radio Range Tower; THENCE in a south easterly direction to the point of commencement".

#### 'APPENDIX II

### MAPS

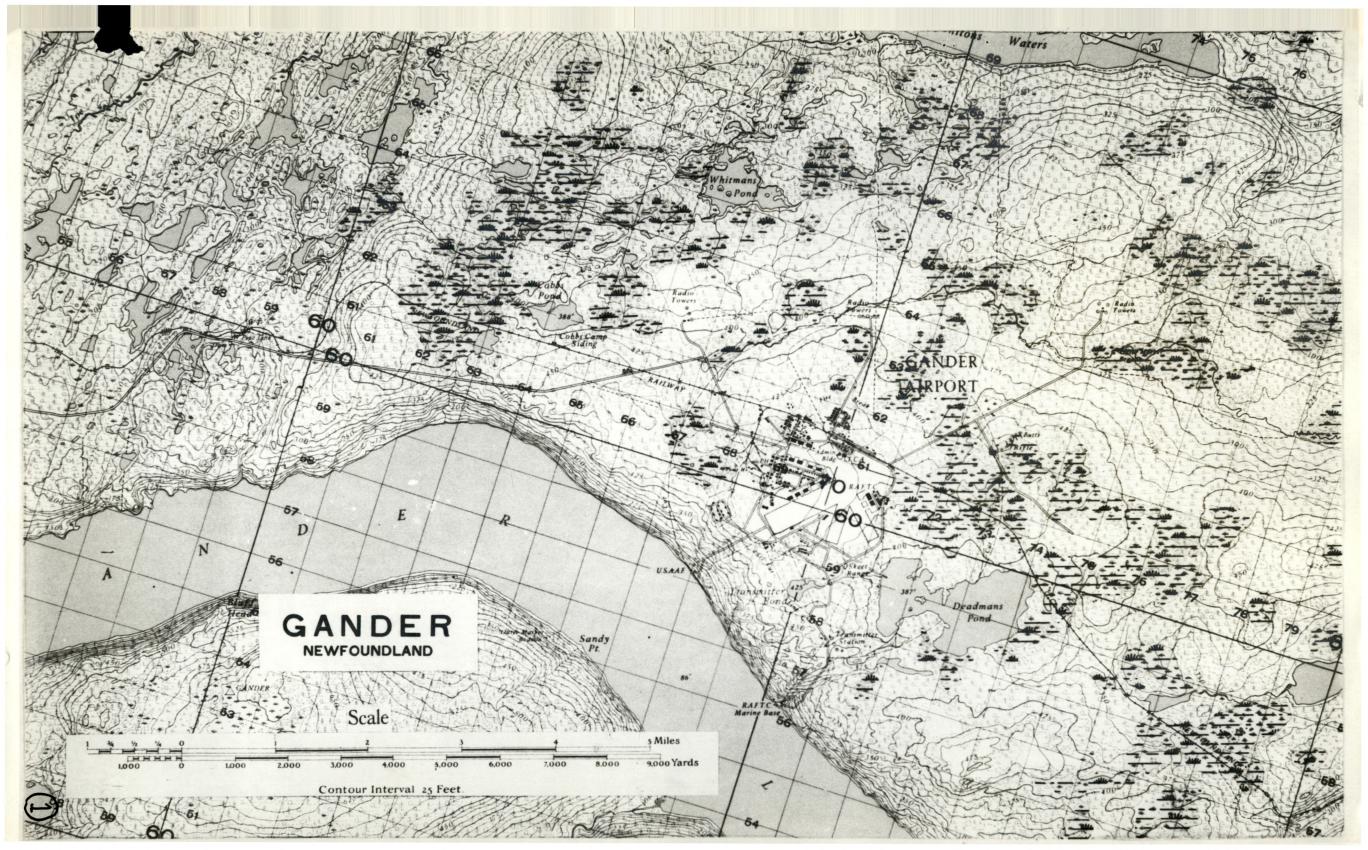
- 4. Physical Relief Map
- 2. Municipal Plan. Part A
- 3. Programme Maps

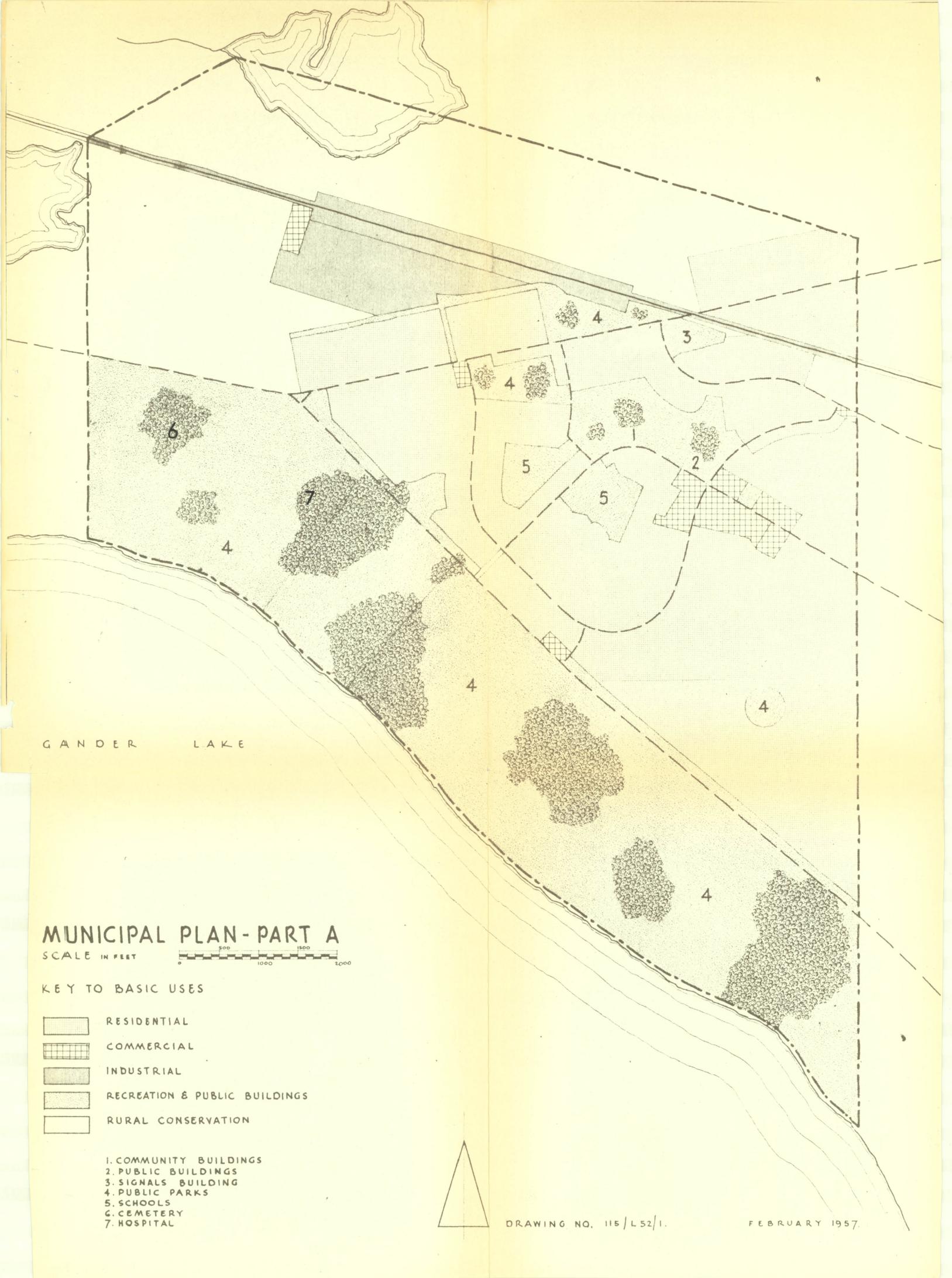
Phase I 1957 - 1959 inc.

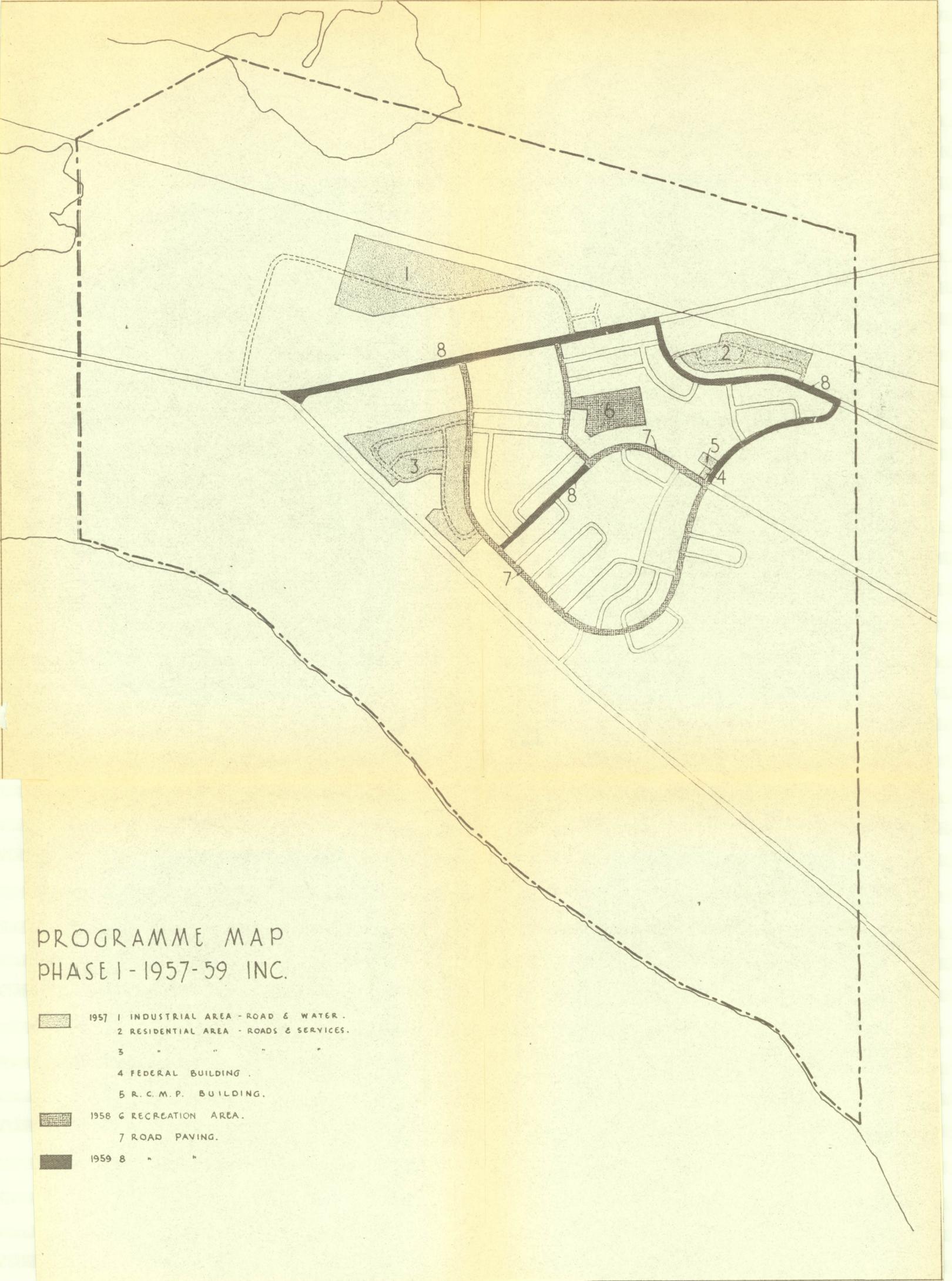
II 1960 - 1962 inc.

III 1963 - 1965 inc.

- 4. Layout of S.E. Residential Area
- 5. Draft General Land Use Map
- 6. Commercial Trading Areas
- 7. Municipal plan part B (separate)







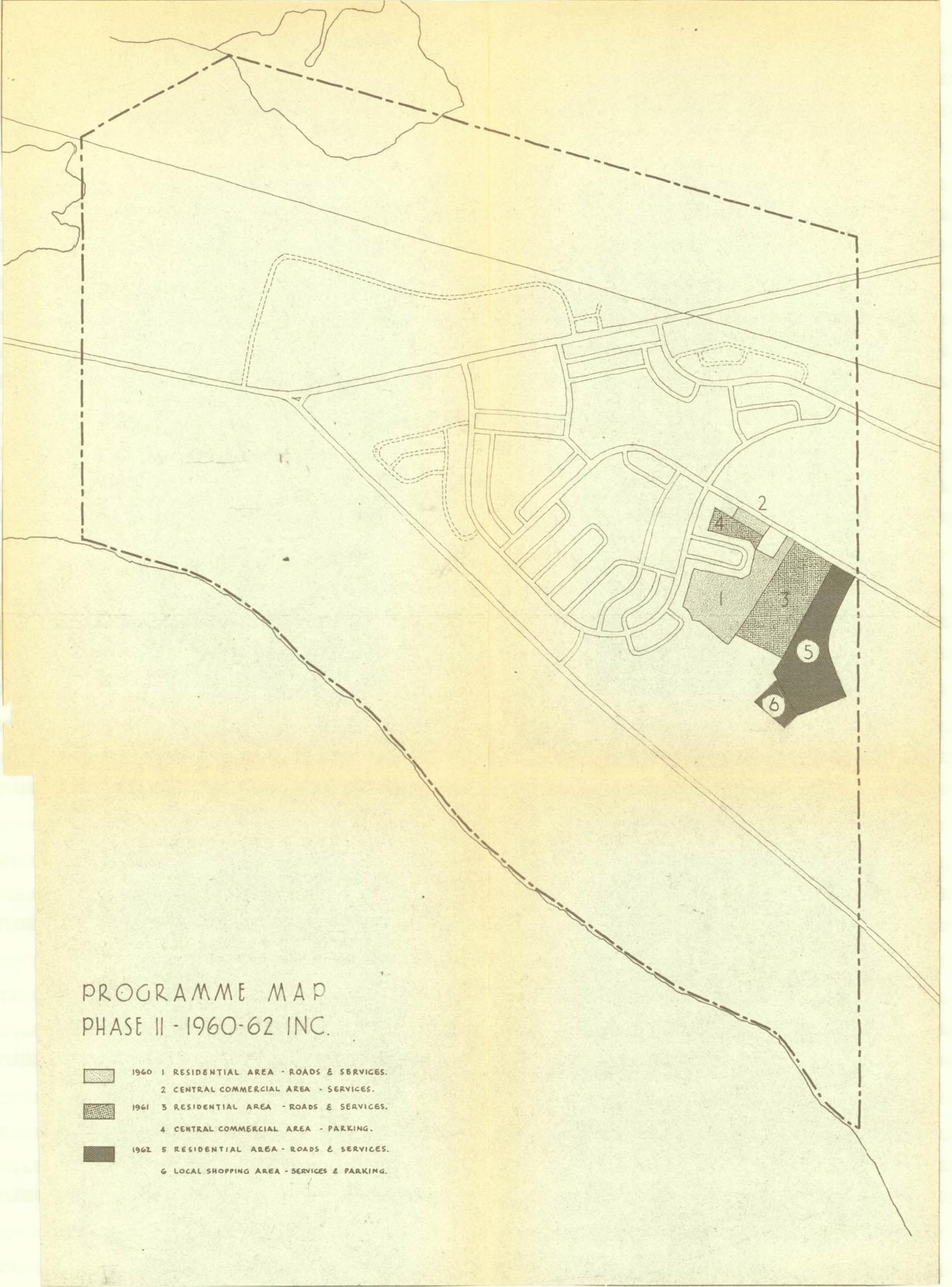
NEWFOUNDLAND. GAINDER come & expenditure of Local Improvement District, as Working basis for of MUNICIPAL PROGRAMME to be Submitted to Provincial Government of and under S.13 Urban and Reval Planning Der 1953. S. 13 Unban and Kenal Planning Newfoundland under EXPENDITURE BALANCES. INCOME Details of expenditue much No of Shops Pop " Capital bank operating gross. ann Lean In Come Delails of expenses Expenses. expenses. Balance balance Administration (250 units) Residential opty 1100 5,025 1955 250 23,000 Servicing costs (250 ") 37,455 + 545 Special Provincial quant. 16,030 545 1,000 38,000 16,400 hovinciel Revenue quant. Capital (office, road, olumb, parks) 14,000 509 @ \$20 509 64 e \$ 92 46,460 26,410 Residential ofthy 10,180 1956 505 2220 Admin. 32,575 + 25,865 Servicing 42,755 509 Ruenue grant. 20,940 68,620 Capital Shops. P 300 1,200 4 Luterer on balance @ 4% on \$545 20 \$ 20 685 @ 1957. Residences Admin 12,700 670 2950 61,640 56,540 + 37,030 Servicing 685 € 43,840 thops. 4,500 93,580 15 Capital Reverue 9 vant 26,390 Lateust in balance-4% in \$26410 1.050 900 @ 20 Adum 18,000 Kendencis 1958 870 4000 80,040 900 @ \$64 Shops (25) Ludwity (5)@ \$ 300 109,400 + 15,440 57,600 Lenving 9,000 25+5 124,840 33,800 Capital 33,260 levene gant. Interest on belone 42 m 63450 2540 1105 @ \$ 25 Adrum. 27, 625 101, 650 1959 1070 Residences 4,920 1105 @ 70 Shops (25) hadroty (10)@ \$ 300 127, 375 + 8,525 77,350 10, 500 Servicing 25 +10

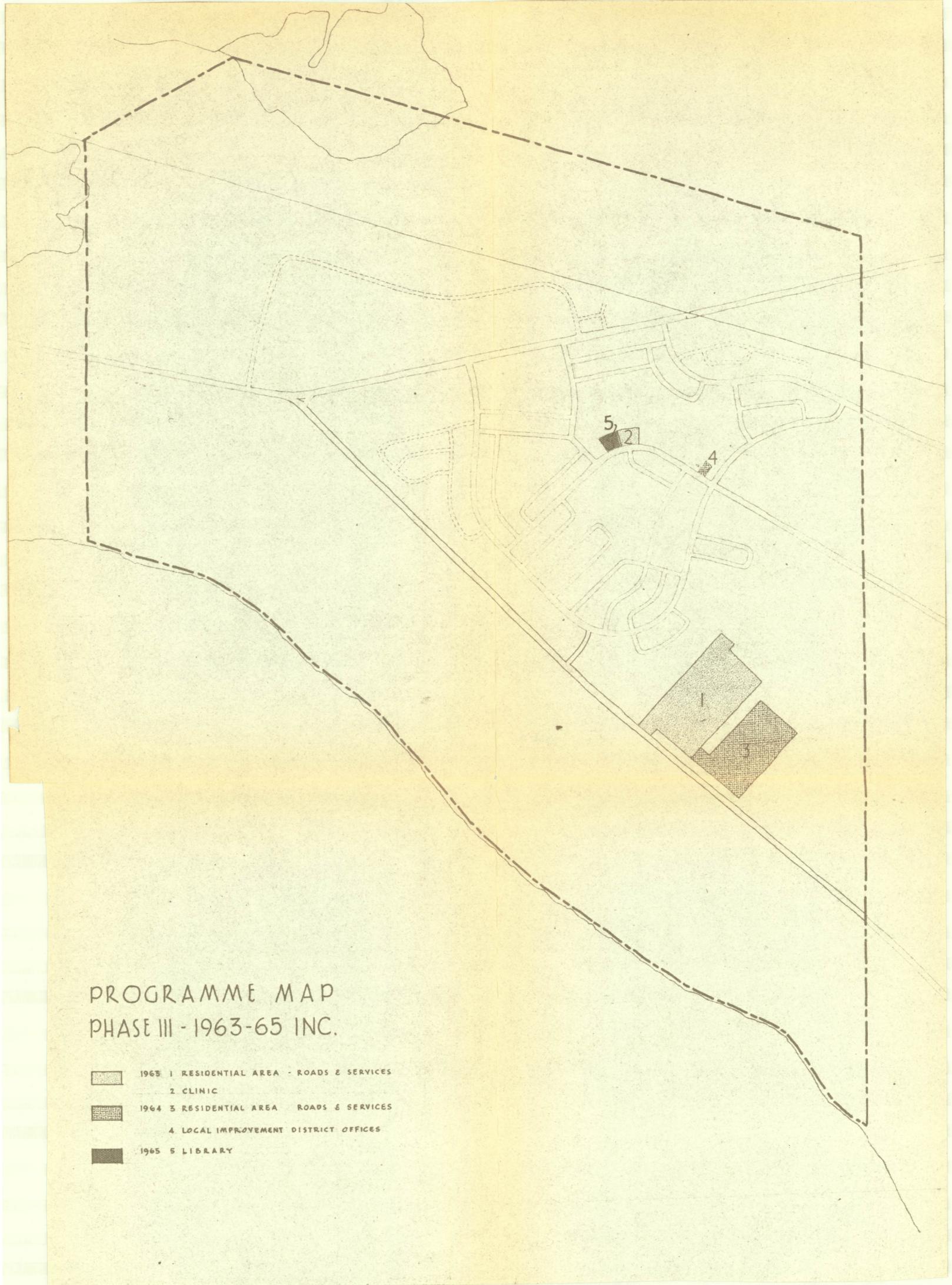
63,450 END OF FULL
PROVINCIAL GRANT 78,890 87, 415 Revenue grant (50%) Capital 20,325 / 135,900 Sale of 6 burial plots @ \$ 45 270 Lutur on balance 42 m \$78,890 3, 155 1235 @ 31, 165 Adrem 114,000 1200 5,420 Kesideneco 222,400 - 1955 Shops (25) Industry (10) @ 300 87, 235 1235 @ 70 10,500 Servicing 25+10 Revenue grant (50%) Capital 22,175 220, 445. Salez & hurist state 270 Roan ho.l. (140 lots) 70,000 4% m \$ 87, 415 Liver 3,500

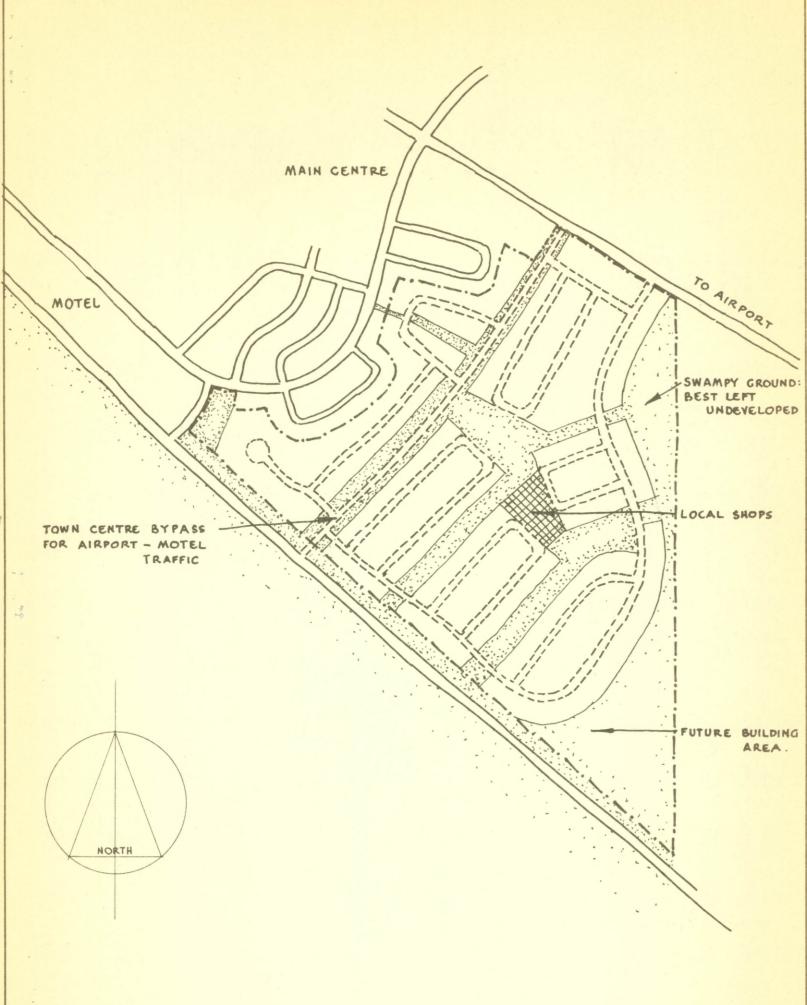
Residences Admin 39,150 119.700 1305 @ \$ 70 \$ 300. 91,350 Shops (30) hudusty (10) Servicing 12,000 210,850 - 13,955 71,505 Returner of loan .1. 30,000 Kenemue grant (50%) 23,255 Capital 50,350 5, 100 Iall-5 cartal 8hop lots @ 1020 196895 270 Sale of 6 barral obto \$ 500 Tale of les house lots 30,000 hocal Improvement charges 60 @ \$52.50 3,150 4% on \$ 85 460 3,420 40, 350 Adrium

1961 1260 5,800. 30+10 1345@ \$ 30 23, 500 1,300 5,990 1962 Kendences Shops (30) Industry (15) @ 300 94,150 13450 13,500 Servicing 30+ 15 205, 400 - 15,970 55,535 letieneur g loans. Revenue grant (50%) 20,000 24,050 189,430 50,200 Capital Sale of b hurial plots 270 e \$ 500 Sale of 40 house loto 20,000 Rocal Improvement changes 100@\$52.50 5,250 42 m \$ 71,505 Luterest 2.860 1389 0 30 140,700 41,670 Aduum 6180 Residences 1340 1963 1389 8 70 Shops (34) Industry (15) @ Sewiewa 97,230 19,470 34+15 - 3,290 197,300 of locul \$1000 20,000 Returner Sale of local shop toto 4@ 4,000 38,400 194,010 \$ 45 Capital 6 € 270 Sale of burial date Saleg house lots 40 @ 20,000 hocal Improvement charge 140@\$52.50 7,350 Luterest - 42 m \$ 55,535 2220 1434 @ 35 50,190 Adrien Kesidences 144,900 \$ 330 114,720 228.910 - 29,280 22,965 Shops. (39) Industry (15) @ 1434 6 80 Sewicing 1380 17,820 6370 1964 5 @ \$ 1020 Capital 64,000 5.100 Sale-central thop toto 39+15 Sale of burial Hoto 270 Sale q house lots 40 @ 20,000 199630 Local Improvement charges 180 @ 52.50 9,450. 42m \$52,245 Interest 2090 1480 @ \$0 Residences @ 105 Shops (40) Industry (15) @ 330 52,800 149,625 Adum 6580 1965 1425 206,200 + 2095 118,400 25,060 Servicing 18,150 40+15 1 @ 1020 35,000 Capital Sale of central shop for 1.020 208295 Sall of tocal thop lots 4 @ 1000 4,000 Sall of build lots 6 @ 45 270 Tall of house lots 450 500 22,500 hocal Improvement change-225@\$52.50 Interest 420m 22965 11,810 END 920

1520@ 35 53, 200 Adum 153,825 6580 Kesidences 1966 1465 + 9,255 e 330 1520 @ 80 174,800 thops (40) lumbry (15) Saviena 121,600 184,055 18,150 40+15 60 45 fall of buil blots Capital 270 hocal Improvement changes 225@ \$52.50 Interest 4% on \$25060

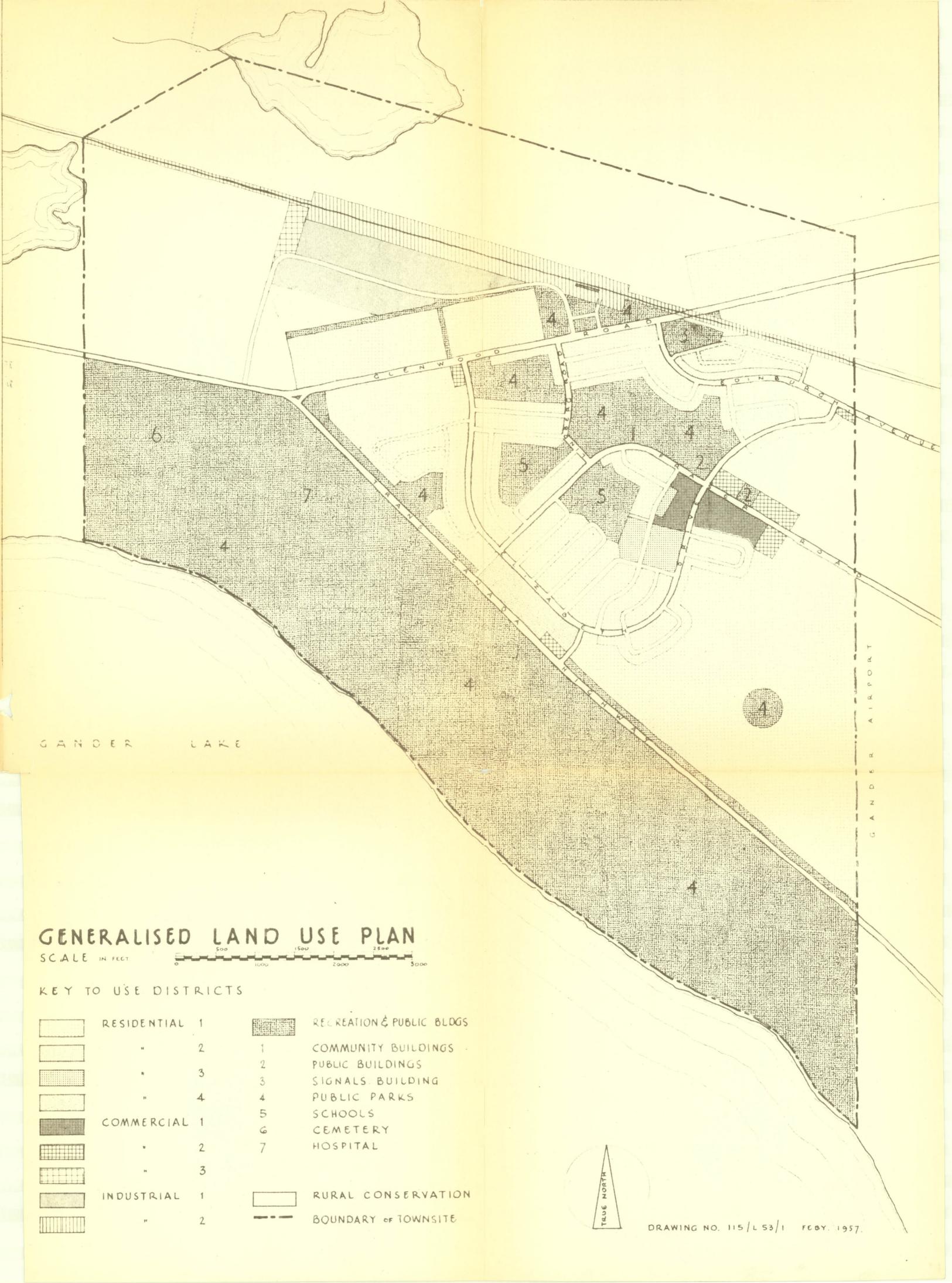


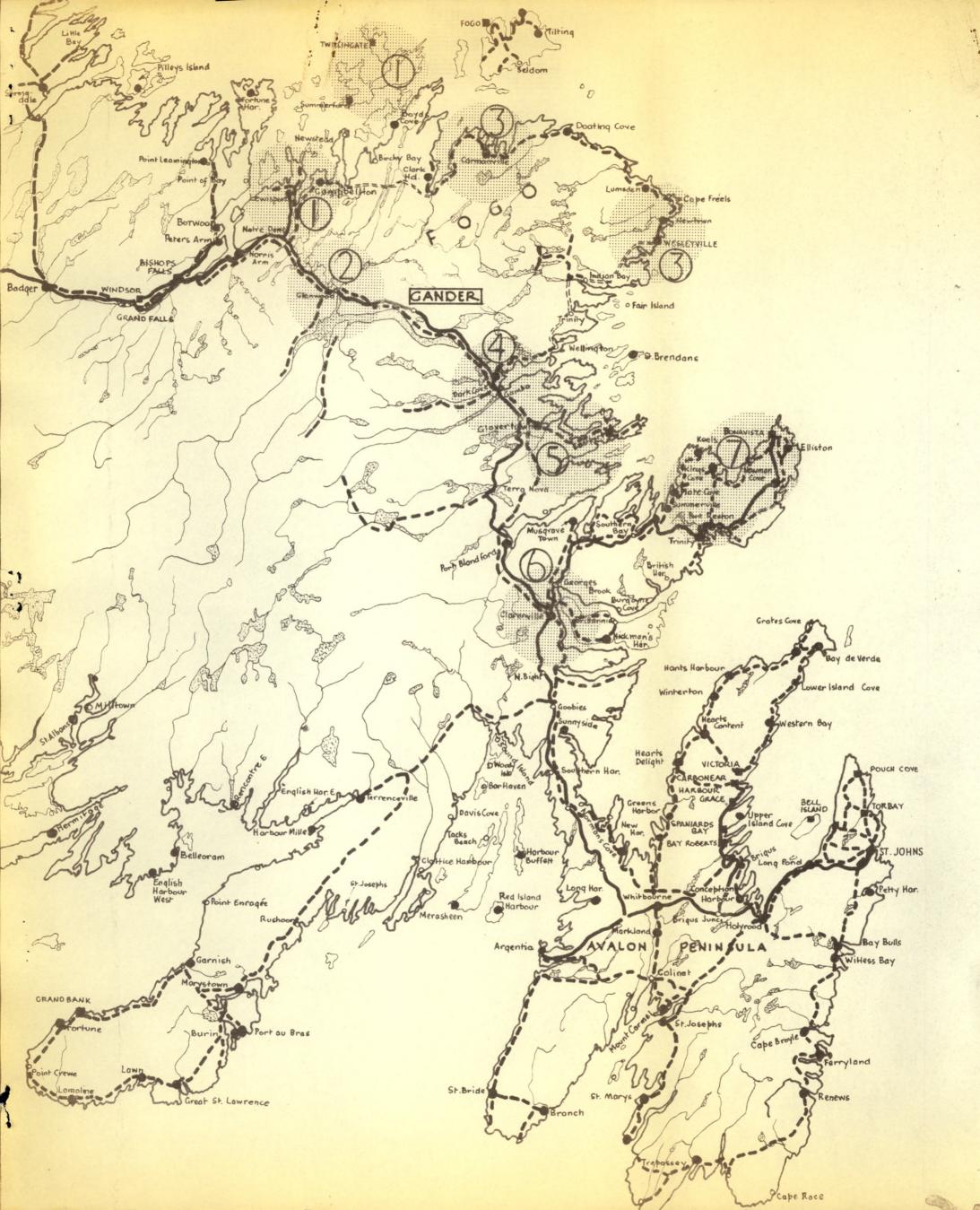




## SUGGESTED LAYOUT FOR S.E. RESIDENTIAL AREA

THIS LAYOUT HAS BEEN PREPARED FROM A GENERAL CONTOUR MAP. IT SHOULD NOT BE REGARDED AS FINAL UNTIL DETAILED LOCAL CONDITIONS ARE KNOWN. THE LAYOUT HAS BEEN PREPARED TO BHEW THE BASIS OF PHASES II & III OF THE MUNICIPAL PROGRAMME.





#### MPPENDIX III.

#### 1. General Land Use Hap.

This map will be prepared in accordance with S.31 of the Urban and Rural Planning Act 1953.

In view of the area of land contained within the Municipal plan and the consequent difficulty of containing the proposals on one map of a reasonable size, the General Lund Use Map will be divided into two parts:-

- Part A being that area contained within the Municipal boundary at a scale of 400' to 1".
- Part B being that area contained between the Municipal boundary and the boundary of the Municipal Plan, at a scale of

In general Area B will be either Rural Conservation or Recreation and Public Buildings (Parkland). Area A will contain the whole of the built up area of the town and will show the following zones:-

Residential (4) Commercial (4) Industrial (3)

Recreation and Public Buildings

Rural Conservation

Reduced scale diagrams of both parts A and B are shown in Appendix LL.

#### 2. Zoning Regulations.

Zoning Regulations will be prepared also in accordance with S.31 of the Urban Planning Act.

These Regulations will prescribe permissible uses, lot sizes, building sizes, sideyards, permissible height, size of accessory buildings, building lines, and other data necessary to promote the regular and orderly growth of the Municipal Area as a whole.

It is recommended that the Zones shown on the Municipal Plan be divided into zones permitting the following uses:

Residential Res. 1. - Single and two family dwellings.

- Professional man's consulting rooms attached to residence.

- Childrens Playground.

Res. 2. - As above except that the size of dwellings may be reduced.

Res. 3. - Single and two family dwellings.

- Multiple dwellings.

- Consulting Rooms as above.

- Childrens Playground.

Res. 4. - Hotel or Motel.

- Club or Lodge.

- Guest House.

- Large private residences.

#### Commercial Com. 1. - Retail Shop.

- Bank or Office.

- Post Office.

- Unlicensed Restaurant.

- Showrooms.